

Introduction

Legal Authority for the 2003 *SCORP*

The Nevada Division of State Parks (NDSP) develops the Statewide Comprehensive Outdoor Recreation Plan (SCORP) under legal authority granted by the Nevada Legislature. The legislative authority is found in Chapter 407, State Parks and Monuments, of the Nevada Revised Statutes. NRS 407.205 1. states that

“The division shall prepare and maintain a comprehensive statewide outdoor recreation plan.”

NRS 407.205, 407.207, and 407.209 give the administrator the authority to receive financial aid from federal programs respecting outdoor recreation on behalf of state agencies and local political subdivisions. The administrator shall insure that the state maintains its eligibility to participate in the federal Land and Water Conservation Fund (L&WCF) according to the L&WCF Act of 1965 (Public Law 88-578).

Components

The 2003 *SCORP* is the state's 8th edition of a statewide comprehensive plan since the passage of the L&WCF Act in 1965. When complete, **Nevada's 2003 SCORP** will be comprised of four separate components (figure 1), each published as an individual document. These four components are:

- Assessment and Policy Plan
- Nevada's Open Project Selection Process
- The Nevada Wetlands Plan Update
- Special Reports

The first two components will be completed upon the publication of this plan. The third component, The Nevada Wetlands Plan Update, is scheduled for completion in June 2004. One special report, Nevada and the Nevada Market Region, was completed in 2002.

Other special reports due for completion in 2004 are the

- Nevada's State Trails Plan, and
- A technical report on the 2001 citizen's survey cited in this plan.

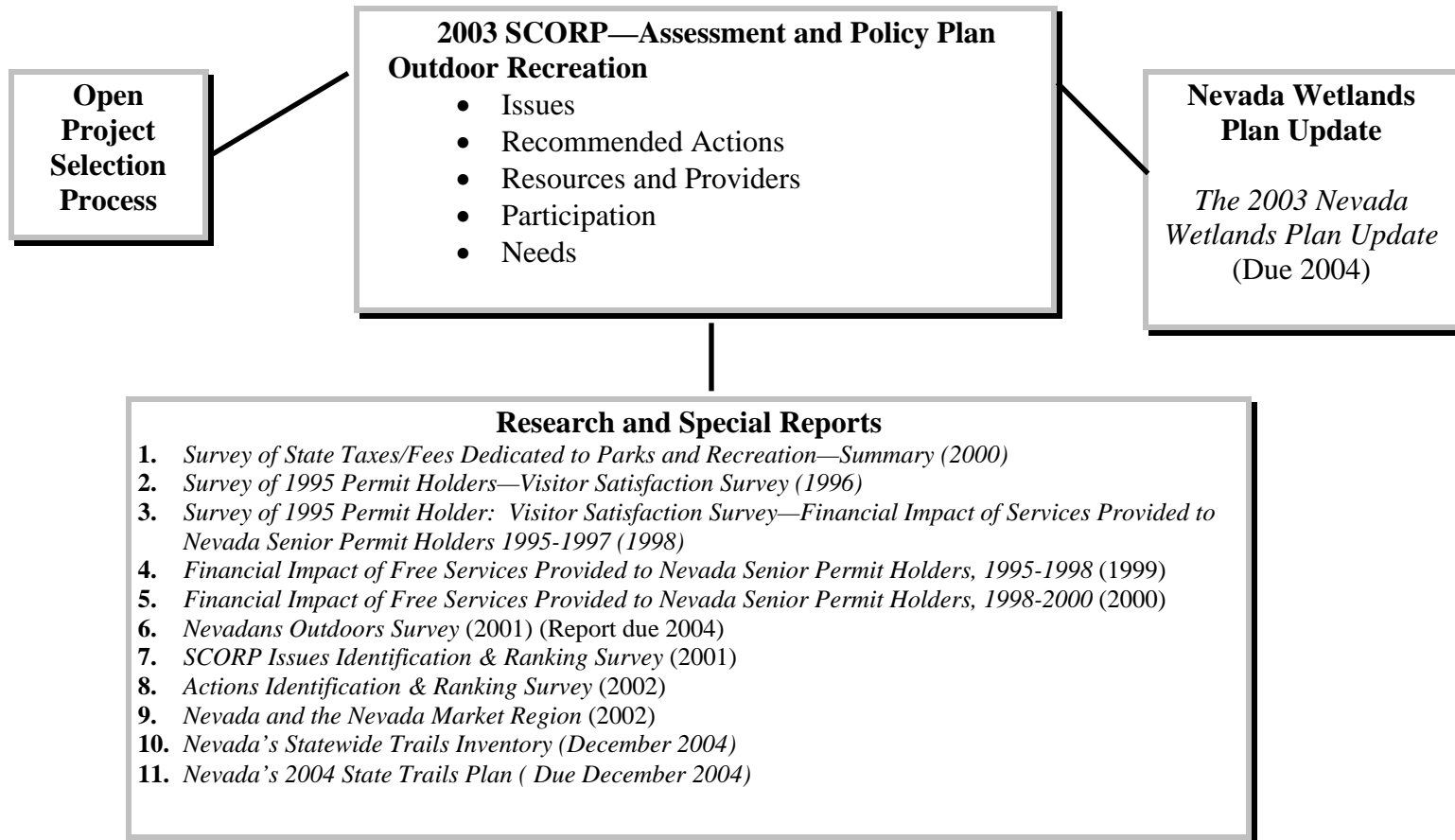
Two of these four components, the **SCORP—Assessment and Policy Plan** and the **Open Project Selection Process**, will be revised and distributed every five years. The other two components will be updated as needed.

This document, **Nevada's 2003 SCORP—Assessment and Policy Plan**, presents outdoor recreation for the state as a whole as follows:

Chapter 1 presents outdoor recreation issues and actions to address these issues.

Chapters 2 gives an overview of the outdoor recreation resources and providers in Nevada.

Figure 1
Nevada's 2003 SCORP Components



Source: DeLoney, James A. Planning and Development Section. NDSP. 2002.

Chapter 3 presents outdoor recreation needs and participation.

Chapter 4 looks at public opinion on public land management in Nevada.

Chapter 5 is a preview of efforts to implement Nevada's 2003 SCORP.

Appendix A documents the planning and research methods used to develop this plan.

Appendix B lists the participants who participated in the development of the issues and actions for presentation in this plan.

Appendix C lists the comments to describe the eight issues in chapter 1 submitted by participants in the development of the issues and actions.

Appendix D lists the references cited throughout this document.

The Open Project Selection Process (OPSP) is an addendum to **Nevada's 2003 SCORP —Assessment and Policy Plan** that describes the process and procedures the NDSP uses to evaluate proposed recreation projects submitted for financial assistance to develop parks and recreation areas in Nevada. Land and Water Conservation Fund moneys are awarded on the basis of these procedures.

Nevada's Wetlands was published in 1987 as an addendum to the **1987 SCORP** to meet requirements of the Emergency Wetlands Resources Act of 1986 (EWRA), enacted November 1986. This act requires the state to address wetlands as an important outdoor recreation resource in the SCORP to remain eligible to receive L&WCF moneys. The **2003 Nevada**

Wetlands Plan, the first update of the 1987 plan, is tentatively scheduled for completion in mid-to-late 2004.

Special reports comprise the fourth component of the 2003 SCORP (figure 1). These reports are developed on an as needed basis applying strategic planning concepts, i.e., identifying areas where the application of available research resources will have the greatest impact on the highest priority needs.

During the 2003 SCORP five year planning cycle, greater emphasis was placed on special reports than in previous cycles.

Goal and Objectives

The 2003 SCORP has one goal and six objectives.

GOAL: Increase and improve the quality of outdoor recreation opportunities in Nevada.

OBJECTIVE 1: Provide recommended actions to address the top priority recreation issues in Nevada.

OBJECTIVE 2: Apply strategic planning principles in the conduct of research, with emphasis on support of the Nevada State Park System.

OBJECTIVE 3: Encourage the appropriate utilization of resources for outdoor recreation in concert with the protection of cultural and natural resources and private property rights.

OBJECTIVE 4: Coordinate major outdoor recreation planning efforts in Nevada.

OBJECTIVE 5: Encourage public and private cooperation and input in addressing the outdoor recreation issues facing Nevada.

OBJECTIVE 6: Guide the allocation of L&WCF moneys and other resources for appropriate recreation uses and needs.

While outdoor recreation is the focus of the plan, implementation activities involve a broader web of decisions than just those in outdoor recreation.

The 2003 SCORP Development Process and Public Input

The 2003 SCORP development process is explained in detail in Appendix A. Public input is a key element in SCORP development and is detailed in figure 2.

SCORP development involves substantial public input. “Public” in the 2003 SCORP is defined as all Nevada residents and out-of-state visitors to Nevada who participate in, who provide, or who are impacted by outdoor recreation.

The process recognizes the importance of the representativeness of public input and makes every effort to have public involvement reflect the full spectrum of views and opinions. Figure 2 shows the approaches used to solicit public input to develop this document, **Nevada’s 2003 SCORP—Assessment and Policy Plan**. Major efforts were as follows:

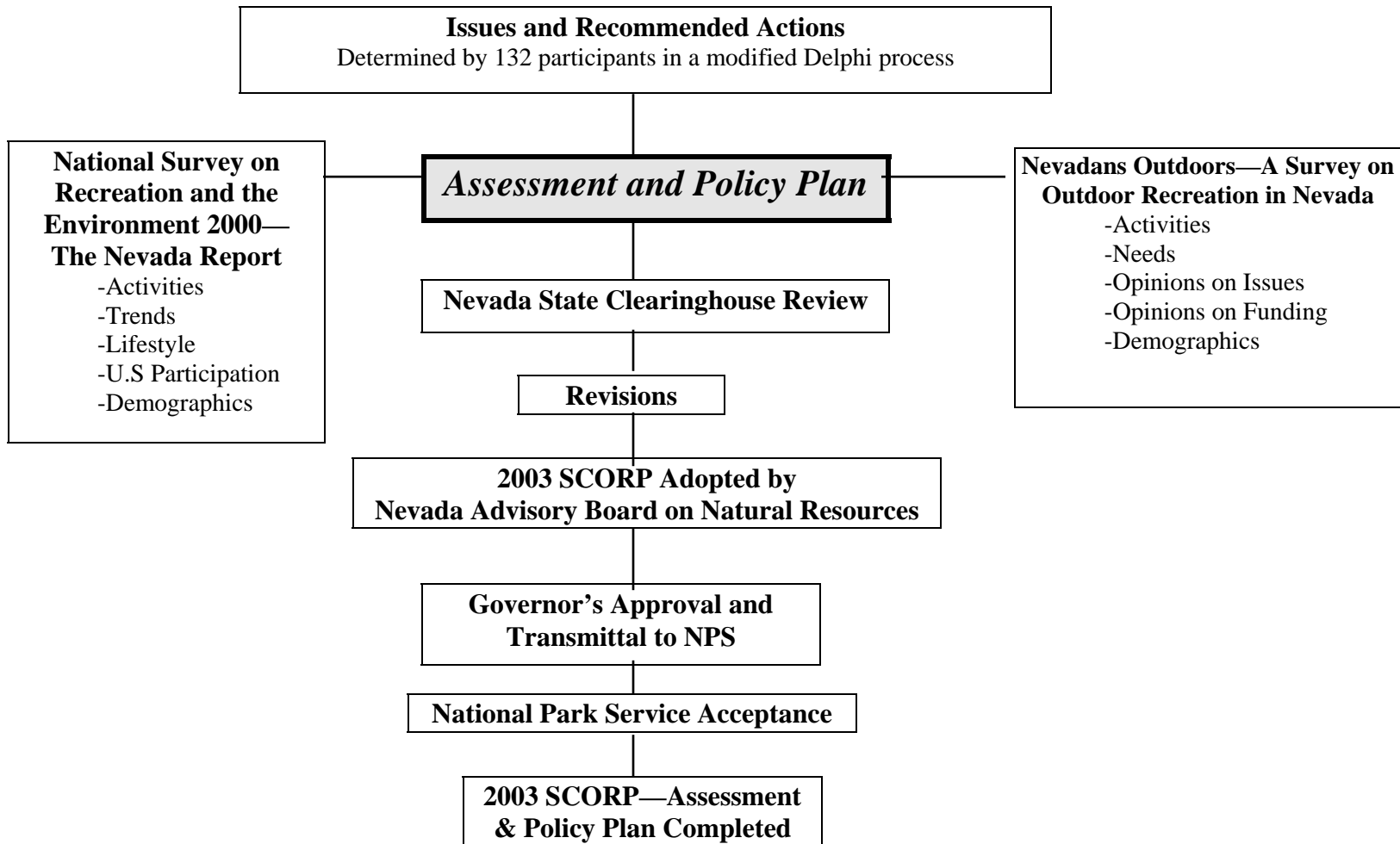
Citizen Participation. Both recreationists and non-recreationists were given an

opportunity to express their participation in outdoor recreation activities, and their views on resources, preferences, and needs through the citizen surveys.

Nevada State Clearinghouse Review. In June 2003, **Nevada’s 2003 SCORP—Assessment and Policy Plan** draft was made available for Nevada State Clearinghouse Review. Due to the critical comments received on the first draft of this plan from two state agencies and one federal agency, the plan was revised to produce a second draft. The second draft was reviewed in-house by the chief of planning and development and the administrator, Nevada Division of State Parks. Based on this in-house review, a third draft was produced and submitted to these three agencies for an additional review and comment.

Comments received from the two state agencies on the third draft remained very critical of this plan. One of their primary concerns continued to be the process used to develop the issues and actions cited in this plan. Suggestions made included placing all of the comments provided by individuals participating in the issues and actions identification and ranking process in an appendix. Given the role participants in the public input process were asked to perform in the development of issues and actions for this plan, it was not possible to implement some of these agencies suggestions. Using comments received from the review of the third draft by these three agencies, a fourth draft was produced for review by the Nevada Advisory Board on Natural Resources (NABNR)

Figure 2
Public Input in the Development of the 2003 SCORP



Source: DeLoney, James A. Planning and Development Section, NDSP. 2002.

Note: 2003 SCORP implies Nevada's 2003 Outdoor Recreation Plan—Assessment and Policy Plan.

Nevada Advisory Board on Natural Resources Review. Nevada's 2003 SCORP—Assessment and Policy Plan

was mailed to the Nevada Advisory Board on Natural Resources (NABNR) for review and adoption on January 23, 2004. In a NABNR Meeting on February 6, 2004, the NABNR voted to "endorse" the plan as presented with the following revisions to the Executive Summary section.

Issue # 1: Action # 2: Amend the action to state that acquisitions be limited to only as much property as is necessary to ensure access to existing public lands and natural resources.

Issue # 2. Action # 1: Eliminate that portion of the action that reads "-possibilities: 1/8 cent gas tax, green sticker, 1/8 cent sales tax, OHV tax, recreation gear equipment tax."

Issue # 2. Action # 2: Delete the entire action statement which read as follows:

Action # 2: Consider adopting a "Green Sticker" program similar to the one in California that supports the California OHV Commission. The recreation industry and users should be willing to pay a small fee for additional funding.

The NABNR added the following statement to their endorsement of the plan.

"In endorsing this plan, the Advisory Board on Natural Resources does not endorse the acquisition of any additional private lands that are not necessary to ensure the continued access to natural resources nor do we endorse any

particular method of taxation or revenue enhancement."

To address the concerns of the NABNR and to gain their endorsement of Nevada's 2003 SCORP, the administrator of the Nevada Division of State Parks directed the staff to amend the draft document to reflect the board's endorsement motion.

A fifth draft was produced using the NABNR's comments.

Governor's Certification and Transmittal to the National Park Service. In February 2004, Nevada's 2003 SCORP—Assessment and Policy Plan was submitted to Governor Guinn requesting his certification that ample opportunity for public participation had taken place in the development of the plan. Governor Guinn certified that the planning process did include ample opportunity for public participation, which involved all segments of Nevada's population.

Nevada's designated State Liaison Officer approved Nevada's 2003 SCORP—Assessment and Policy Plan for submission to the National Park Service.

National Park Service Acceptance. The National Park Service accepted Nevada's 2003 Outdoor Recreation Plan upon the condition that the remainder of the SCORP documents would be completed as proposed by the NDSP.

Distribution. Upon acceptance by the National Park Service, Nevada's 2003 Outdoor Recreation Plan was printed

and prepared for distribution. Printed and electronic copies were distributed. The plan is available on the Nevada Division of State Parks website at <http://www.parks.nv.gov>.

Uses of the SCORP

The basic function of the 2003 SCORP is to provide information and recommendations to minimize uncertainty in the decision-making process of allocating outdoor recreation resources. In Nevada, the SCORP is the framework for the presentation and dissemination of outdoor recreation information on a statewide basis.

Acceptance of the SCORP by the National Park Service satisfies one of the primary requirements for participation in the L&WCF Program. On the state level, it guides the expenditure of L&WCF moneys. The recreational issues and actions recommended to address these issues, and recreational needs identified in **Nevada's 2003 Outdoor Recreation Plan**, are the cornerstones for developing the guidelines to process L&WCF projects.

Independent of the federal and state requirements, the 2003 SCORP is a blueprint for coordination by recreation providers in the state. Statewide components, such as issues, actions, activities, and needs, enable recreation providers to compare their operation to state trends. Knowledge of state trends will help recreation providers assess whether these trends will affect their operations and to what extent.

SCORP data is made available to public, commercial, and private entities. Public

and private entities often request SCORP data for recreation planning, marketing research, and environmental assessments. The SCORP may serve as a guide for local parks and recreation departments to develop their own local needs assessments.

Special research reports developed as part of **Nevada's 2003 Statewide Comprehensive Outdoor Recreation Plan** planning process addresses issues facing the Nevada Division of State Parks (NDSP) (see figure 1). Of particular concern to the administrator of the NDSP is the funding of the Nevada State Parks System.

Issues and Recommended Actions

Participants in the public input process were asked to identify and prioritize the issues and recommended actions for use in **Nevada's 2003 Outdoor Recreation Plan—Assessment and Policy Plan**. Thus, issues and recommended actions presented in this document reflect the results of the responses from the participants in the public input process. *Accordingly, issues and recommended actions in this plan do not necessarily reflect the opinions of the Nevada Division of State Parks, or any other state, local, or federal agency, or any private or non-profit group or private individual.*

The Nevada Division of State Parks made only minor changes to the issues and actions determined by the 132 participants in the public input process. These minor editorial changes were made to correct grammatical errors and to improve readability. See Appendix A for a detailed description of the issues

and actions identification and prioritization process.

Recommended actions address the top eight issues identified in the plan. Here are some key points to remember about actions recommended in **Nevada's 2003 SCORP**.

- 132 participants in three actions surveys initiated in early January 2003 determined actions recommended in this plan. Survey participants identified and prioritized the actions. Actions presented in this document reflect only those which rose to the top through the public input process. Participants offered numerous other excellent suggestions that did not survive the prioritization process.
- The Nevada Division of State Parks does not have the authority to require other entities to implement the recommended actions.
- Although the SCORP is a federal requirement for states to participate in the federal Land and Water Conservation Fund Program, and federal agencies are *encouraged* to

be consistent with the SCORP, the federal agencies are *not* actually *required* by federal law to comply with the SCORP.

- Recommended actions do not imply the availability of financial or other resources to act on the actions.
- When acting on recommended actions, consider impacts on those served and those impacted but not served.
- Although **Nevada's 2003 Statewide Comprehensive Outdoor Recreation Plan** is the official statewide outdoor recreation plan, approved by the governor, implementation of recommended actions is at the discretion of the entity or individual unless required to do so by statute.
- While recommended actions have legal implications for some agencies, particularly federal agencies, actions do not create legal requirements without proper actions through the appropriate legal process.